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ABSTRACT

A comprehensive five-year program is outlined for the improvement of library services, particularly programs which can be assisted by the Library Services and Construction Act. Prepared by the State Library staff and based on the program developed in 1972, it provides brief descriptions of the State Library, as well as public, university, school, institution, and special libraries within the state. Topics discussed include the needs of users and potential users, and problems facing the various types of libraries in the state. The library development goals based on the Ohio Library Development Plan of 1968 are outlined, and policies adopted by the State Library Board on the administration of the LSCA funds conclude the report. (Author/JAB)

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THE OHIO LONG RANGE PROGRAM FOR IMPROVEMENT OF LIBRARY SERVICES

AS ASSISTED BY THE FEDERAL LIBRARY SERVICES AND CONSTRUCTION ACT

Adopted by
The State Library Board
June 13, 1972

Revised July 20, 1977

Columbus
The State Library of Ohio
1977

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INTRODUCTION

This document outlines a comprehensive five-year program for the improvement of library services in Ohio, with particular reference to those programs which can be assisted by the Federal Library Services and Construction Act (LSCA). This document has the following purposes:

1. To meet the requirements of Public Law 91-600, Library Services and Construction Act Amendments of 1970.
2. To serve as a basic statement which summarizes and clarifies for the State Library Board, the State Library staff, Ohio libraries, agencies with an interest in library services, and the citizens of the State, the objectives, policies, and programs undertaken for the improvement of library services, particularly those assisted by the LSCA program.
3. To serve as a guide to libraries and agencies which wish to participate in some way in the LSCA program.

This document has been prepared by the State Library staff, with the advice and assistance of the Advisory Council on Federal Library Programs. It is based upon the program first developed in 1972, which in turn was based upon work done in the 1967-71 period in which librarians, trustees, and others participated in the preparation of the Ohio Library Development Plan and the several Federal Library Services and Construction Act programs. It was tested in the 1974 Governor's Conference on Library and Information Services (which launched a statewide opportunity for citizens to examine library services, user needs, and the ways Ohioans can ensure better library services for all the people of Ohio) and in the 1975 Interlibrary Cooperation Planning Institute.

In the discharge of its responsibility for "a statewide program and development of coordination of library services" as outlined in Section 3375.01 of the Ohio Revised Code, the State Library Board has encouraged the widest feasible participation in planning and evaluation. The State Library Board and staff, and the Advisory Council on Federal Library Programs therefore have made primary use of the results of such effort as described by Robert H. Donahugh in "The Best Laid Plan: OLDP, ALSO, and JSHP" (*American Libraries*, November 1970, pp. 973-977), library standards and planning workshops and the 1975 Interlibrary Cooperation Planning Institute at The Ohio State University, the Governor's Conference, and the work of numerous committees and advisory panels, including statewide library associations.

Growth and change pervade Ohio's library services. Evidence includes: formation of the first Area Library Service Organization (ALSO) in 1973, the rapid development of multicounty cooperative projects and the expanded interest in these on the part of academic, institution, school, and special libraries, appropriations by the General Assembly which have placed State Library operations primarily on State support, the expansion of the Ohio College Library Center, initiatives toward metropolitan library system development, and other developments in interlibrary cooperation.

During this period of growth, however, fiscal difficulties and other problems have increased for many libraries. Librarians and library governing authorities are acutely aware that many of the needs and problems of readers require urgent attention. At the October 1975 Interlibrary Cooperation Planning Institute some one hundred librarians, trustees, and others reassessed library development, changed conditions, and needs. A major recommendation from this meeting was the formation of the Ohio Multitype Interlibrary Cooperation Committee to prepare a statewide multitype-interlibrary cooperation program that can be endorsed by each library and trustee organization, and by the State Library Board, the Board of Regents, and the State Department of Education. In addition, the Ohio Library Association Library Development Committee has been charged to review and revise the Ohio Library Development Plan. It is expected that reports from these committees will be reviewed by citizens and the Ohio library community in the Ohio White House Conference on Library and Information Services. This should result in a revision and updating of this program in 1978—and benefit all Ohioans.

CONTEXT FOR LIBRARY PLANNING IN OHIO

Ohio's libraries, and the institutions of which they are a part, are affected by the character and the economic condition of the State. Ohio is one of the leading industrial states of the nation, ranking third, after New York and California, in the total value of manufactured products. It is also one of the nation's top ten agricultural states. The Ohio Gross State Product exceeds $60 billion, and the state has a strong labor force and high per capita income.

Economists point out that conditions are changing. The state's reliance upon heavy industry makes it particularly vulnerable to serious economic slumps in periods of recession, and Ohio has been experiencing a slowdown in economic growth over the past two decades. Relocation of industry, population shifts, and a change in value of factors which have traditionally made Ohio a lead state (geographic location, transportation, and proximity of markets and resources) point up the need to develop other sectors of the economy, including newer technological and service industries.

Government structure at the state and local levels is similar to that in other states. The township, Ohio's oldest form of government, remains a viable form, though the number of townships is diminishing as they are annexed into municipalities or as newly incorporated villages assume township functions. There are approximately 1320 townships, 705 villages, 232 cities, 88 counties in Ohio. City stature is reached automatically after a community acquires a population of 5000 or more. A township may choose to incorporate as a village by voting upon a petition submitted by the township trustees.

According to the Auditor of State, in FY 1976 Ohio's state government expenditures amounted to about $5.8 billion, of which 28% was for education subsidies, 18% for welfare subsidies, 9% for capital improvements, including highways, and 20% for all other expenditures. Approximately 23% of State revenues in FY 1976 came from Federal funds.

Ohio Libraries—1977

Section 3375.01 of the Ohio Revised Code assigns to the State Library Board responsibility for "a statewide program of development and coordination of library services" and delineates specific responsibilities of the State Library Board and of the State Librarian. These include accepting, receiving, administering, and expending of money and other resources from public library services, including the Federal Government, for "the improvement of public library services, interlibrary cooperation, or for other library purposes" and to "encourage and assist the efforts of libraries and local governments to develop mutual and cooperative solutions to library service problems and to recommend to the Governor and to the General Assembly such changes in the law as will strengthen and improve library services and operations."

Section 3375.02 of the Ohio Revised Code defines the State Librarian's responsibilities. These include furnishing technical assistance, advice, and assistance to libraries, State, local and regional agencies, planning groups, and other appropriate agencies and organizations. The responsibilities of the State Librarian also include carrying out continuing studies and analyses of library problems, the collection, compilation, and publication of statistics and information on libraries, and assistance and cooperation with agencies "in carrying out programs involving library service."

The program described in this document is based upon the needs of users and potential users of libraries, and is primarily concerned with the maximum feasible access and effective use of library resources, but it must also be concerned with the problems of existing types of libraries. Library resources and services may be regarded as a statewide system, but it must be recognized that Ohio libraries constitute a complex of individual autonomous systems and subsystems. Examples of these are

The State Library. The 1.2 million volume State Library is the principal reference library for State government, and is a major reference and interlibrary loan source for other Ohio libraries. It includes some 300,000 volumes in the subject collection, 653,000 federal and state government publications, and microforms, periodicals, bibliographies, research reports, abstracts, and reference materials. Teletype, computer terminal, and telephone connections with other libraries facilitate interlibrary loan. The expenditure for library operations (the Information Resources and Services Division) totaled $1,253,559 in 1976-77 (exclusive of bookmobile and regional library services in rural areas which are operated as part of the Library Development Division). Library operations are coordinated with the services of the Library Development Division, which is responsible for the development, coordination, and improvement of library services on a statewide basis.

Public Libraries. The 249 public libraries, 382 branches, and 84 bookmobiles in Ohio have a total book collection of some 28 million volumes. These range in size from the 3.1 million in the Cleveland Public Library, one of the great research libraries in the nation, to the 6,000 books in the Alger Public Library in Hardin County. Each of these 249 public libraries is governed by a locally appointed board of public library trustees. Ohio's library laws give public library trustees broad authority to provide library services. The trustees determine the objectives and programs of the library systems for which they are responsible and have complete freedom in the selection of staff and determination of policy. Ohio's system of public library finance, which is unique among the states, tends to strengthen the position and responsibility of public library trustees inasmuch as it removes some of the fiscal constraints under which public library boards in other states must operate. The total public library operating expenditure in 1976 was $76 million.

College and University Libraries. The total book collection in college and university libraries in 1976 was 19 million. An additional 168,047 periodicals and 7 million microform units are owned by these libraries. The total academic library operating expenditure (including that of privately supported institutions) was $43.6 million. Each of these libraries is part of its parent institution. Each of the 12 public supported universities is governed by a board of trustees. The *Ohio Directory of Libraries* lists some 66 libraries in privately supported colleges, universities, and seminaries, each of which has its own structure for governance.

The nine-member State Board of Regents is charged with the responsibility for the development of higher education in Ohio. The law requires the Board to formulate a master plan for higher education in Ohio and report annually to the Governor and the General Assembly. For State institutions of higher education the Board approves or disapproves the establishment of new branches or academic centers or technical institutes, approves new degrees and degree programs, assists in making the most effective use of existing facilities and personnel, and recommends programs which should be offered. It presents recommendations for a State financed capital planning program for higher education, the establishment of new State institutions of higher education, and legislative appropriations for higher education.

The Board of Regents also serves as the "State Postsecondary Education Planning Commission" under Sec. 1202 of the Federal Higher Education Amendments of 1972. With this designation by the Governor as Ohio's "1202 Commission," the Board of Regents has planning responsibilities for the whole field of postsecondary education, which encompasses higher education and all other forms of post-high school education, including technical education, proprietary (for profit) schools, and occupational training for adults.

While Ohio universities have a strong tradition of institutional autonomy, it is apparent that policy decisions on higher education and its financing, which inevitably affect libraries, are made at several levels.

School Library/Media Centers. Precise measurement of total school library resources is not readily available. In 1976 $19.9 million was expended for school library books and materials. As in the case of universities, school libraries are a part of a system. The authority for Ohio's public school operation rests with the General Assembly. A 24-member elected State Board of Education has primary responsibility for statewide educational policy. The direction, administration, and financing—which are shared by the State and local government taxing units—of the public schools are delegated to the 616 individual school districts in the State. These 616 boards of education are responsible for approximately 4,200 school buildings in the State, including 747 high schools, 82 vocational schools, 279 junior high schools, 3,131 elementary schools, and 23 special needs schools. An additional 132 high schools and 662 elementary schools in Ohio are privately supported.

While school library development has traditionally centered at the building level, recent developments in educational administration, consolidation of school districts, and the influence of Federal funds made available under the Elementary and Secondary Education Act (ESEA) have resulted in the appointment of school library supervisors and increased development of centralized services.

Standards[1] established by the State Board of Education have an impact upon school libraries, and the standards established by the North Central Association of Colleges and Secondary Schools have a decided impact upon secondary school library services.

Since 1970 the Division of Elementary and Secondary Education in the State Department of Education has had on its staff a Supervisor of School Media Programs. This position provides a focus for attention to school library planning and development at the State level. The efforts of school library/media specialists, some $4.7 million in ESEA Title II (now Title IV-B) funds and evaluation visits by the State Supervisor have helped many schools develop a well-organized central library media center.

Institution Libraries. The 42 libraries in Ohio's 50 State-supported institutions include those in mental hospitals, adult correctional facilities, juvenile correctional institutions, institutes for the mentally retarded, Schools for the Blind and for the Deaf, an orphanage, and the retired Soldiers' and Sailors' Home. These institutions serve a total population of some 25,000 people—10,997 under the care of the Department of Mental Health and Mental Retardation, 10,296 in the Department of Rehabilitation and Correction, 1,977 in the Ohio Youth Commission, and 1,632 in the other institutions.

Some 240,700 volumes were reported by 36 institutions in 1976. Magazine and newspaper subscriptions numbered 1,369. Audio-visual titles numbered 21,994 among 36 institutions reporting such holdings. Expenditures for library material in the 33 libraries reporting fiscal data for 1976 were $203,672 and total operating expenditures were $633,252. Many institutions in the Cleveland area have library services provided by the Cleveland Public Library.

Twenty-one institutions are administered by the Department of Mental Health and Mental Retardation, 7 by the Department of Correction and Rehabilitation, 10 by the Ohio Youth Commission (OYC), two by the State Department of Education, and two are independent.

In individual institutions, responsibility for the library is assigned to any one of several organizational units. In mental hospitals, it is the responsibility of the Activity Therapy Department, in the OYC it is part of the Education Department, as is the case with the Schools for the Blind and for the Deaf and the one orphanage, in Corrections, the library is usually the responsibility of the Associate Superintendent for Treatment, though the Director of Education may be in charge.

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(1) Ohio Department of Education. Division of Elementary and Secondary Education. *Minimum Standards for Ohio Elementary Schools. Revised 1970.*
_____ *Minimum Standards for Ohio Junior High Schools.* 1968.
_____ *Minimum Standards for Ohio High Schools.* Revised 1968.

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While this description is limited to those institutions which are State-supported, it is recognized that there are in each county two or more residential institutions. Decisions on programs and resources for these institutions are made locally.

Special Libraries. The *American Library Directory*, 30th edition, lists some 315 special libraries in Ohio. These libraries include both tax and privately supported collections and information centers, such as those of Libbey-Owens-Ford, the Ohio Agricultural Research and Development Center, Cleveland Art Institute, Battelle Memorial Institute, The State Library of Ohio, The Rutherford B. Hayes Library, and such Federal government libraries as the Federal Reserve Bank of Cleveland and U.S. Veterans Administration Center in Dayton. Collection and service policies are determined by the institution of which the library is a part.

Individual collections range in size from 590 volumes to 1.2 million volumes and several thousand microforms, and cover a wide range of subjects from aerospace and nuclear technology to ceramics and metallurgy.

The 144 special libraries which reported statistics for the 1977 *Ohio Directory of Libraries* held 3.6 million volumes, 2.3 million microforms, and 59,309 serials.

Summary of Ohio Library Statistics—1976

Type of Library	Number	Total Volumes	Number Volumes Added-'76	Total Staff	Total Professionals	Total Operating	Expenditures Salary	%	Materials	%
Public Libraries	249	28,245,890	1,516,862	5,131	1,071	$75,933,511	$41,035,532	54.0	$12,374,775	16.3
Public School Library/Media Centers	2,523[a]	25,573,682	4,506,520		1,955[b]	25,677,089	[c]	[c]	19,899,542	77.5
Libraries in Post Secondary Educational Institutions	122[d]	19,181,804	864,832	2,033	781	43,654,600	23,392,693	53.6	11,931,133	27.3
Institutions	42	236,426	35,531	42	10	633,252	402,848	63.6	203,672	32.2
Special	144[e]	2,756,750	63,588	701	182	6,349,440[f]	3,115,078	49.1	2,363,865	37.2
The State Library[g]	1	1,196,905[h]	29,517	150[i]	32	2,388,890[i]	1,728,861	72.4	267,952	11.2
TOTALS	**3,081**	**77,193,457**	**7,016,848**	**8,057**	**4,031**	**$154,636,782**	**$69,674,812**	**54.4[k]**	**47,040,939**	**30.4**

a. Represents the number of library media centers with a space allocation of 900 square feet or more in publicly supported elementary and secondary schools.
b. Professionals are those persons certified by the State Department of Education as librarian or media specialist.
c. Salary expenditures for public school library media centers for 1975-76 are unavailable.
d. Includes 4 year, 2 year branch campuses and technical colleges.
e. Special libraries having a minimum of one full-time staff member are listed in the 1977 Ohio Directory of Libraries.
f. Fiscal data are based upon reports from 81 libraries.
g. Statistics are based upon fiscal year 1976.
h. Includes field unit holdings which are not included in bookstock holdings reported on page 104.
i. Includes twelve persons whose salaries are paid through federally funded programs.
j. Includes Library Development and functions other than library operation.
k. The "total operating" for public school library media centers was not used in calculating this percentage.

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Multitype Library Cooperation. Interlibrary cooperation has developed rapidly since 1970 both on a regional and statewide basis. Regional Library development has been based on multicounty cooperation stimulated by a 1969 enactment of the Ohio General Assembly. Cooperation was further stimulated by the passage in 1975 of the Interstate Compact for Libraries law which allows for the sharing of services and resources across state lines. Libraries in 76 counties participate in some kind of formal interlibrary cooperation on a multicounty basis. Eleven libraries in 11 counties formed Ohio's first Area Library Service Organization (ALSO) in 1973 and receive State subsidy funds for ALSO operation. Another 160 public libraries and 44 other libraries in 65 counties have organized 9 multicounty cooperatives, assisted by Federal Library Services and Construction Act funds granted by the State Library Board. Multicounty cooperatives and the ALSO include more than public libraries: 47 libraries of other types are participating as of July 15, 1977.

Metropolitan Library Systems have been formed as a result of 1975 legislation which encourages multitype metropolitan library organization. The Cleveland Area Metropolitan Library System (CAMLS) and the Greater Cincinnati Library Consortium (GCLC) are operating with the assistance of LSCA funds. A third metropolitan system, Columbus Area Library and Information Council of Ohio (CALICO) is developing plans for regional multitype cooperation. A model for metropolitan library system development will be used in planning for future metropolitan library systems.

The Ohio College Library Center (OCLC), which was incorporated in 1967 for the purpose of increasing "availability of library resources for use in educational and research programs of Ohio colleges and universities," has a major impact on Ohio libraries of all types. This computer-based system enables members to share bibliographic information, eliminate duplicative work in cataloging and serials control, and locate data for acquisition decisions, interlibrary loan and other services. Today OCLC includes libraries of all types throughout the nation. The principal economic goal of the Center is to lower the rate of per-person library costs, while increasing availability of library resources. This system has some 850 participants in 46 states. Ohio's membership includes 61 post secondary libraries, 24 public libraries, The State Library of Ohio, and 4 other libraries. Growth of OCLC and other types of interlibrary cooperation are restructuring the day to day operations with individual libraries of all types.

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Regional Systems and Consortia

	Name of Regional System or Consortium	Resource Library	Participating Counties	Public Libraries in Area	Participating Public Libraries[1]	Other Participating Libraries[2]
CALICO	Columbus Area Library and Information Council of Ohio		6	33	-	-
CAMLS	Cleveland Area Metropolitan Library System		3	19	10	8
COIN	Central Ohio Interlibrary Network	(multiple)	8	19	17	2
GCLC	Greater Cincinnati Library Consortium		1[3]	1[3]	0[3]	11[3]
INFO	INFO, Lorain and Medina Counties	Lorain	2	9	9	2
MILO	Miami Valley Library Organization	Dayton	7	23	18	0
MOLO	Mideastern Ohio Library Organization	Canton	8	17	13	0
NOLA	Northeastern Ohio Library Association	Youngstown	7	36	29	18
NORWELD	Northwestern Library District	Toledo	12	41	36	7
OVAL	Ohio Valley Area Libraries	Ohio University, Athens	10	12	11	3
SOLO	Southeastern Ohio Library Organization	SEO Center	10	15	12	3
SWORL	Southwestern Ohio Rural Libraries	Cincinnati	7	13	12	8
WORLDS	Western Ohio Regional Library Development System	Lima	8	21	15	8
	Total		84[4]	237[4]	181	68

July 1977

[1] This includes all public libraries which participate in the program and in local cost sharing.

[2] This includes participating libraries other than public libraries regardless of the specific designation of membership (associate, contributing, full, etc.).

[3] CALICO has not yet been formalized and therefore has no participating members at this time.

[4] For interstate consortia, only Ohio members are included.

[5] Harrison County is counted in MOLO and SOLO, but is counted only once in the statewide total. Lake County is counted in CAMLS and NOLA, but is counted only once in the statewide total. Lorain County is counted in CAMLS and INFO, but is counted only once in the statewide total.

USERS AND POTENTIAL USERS OF OHIO LIBRARIES AND THEIR NEEDS

The 10.6 million residents of Ohio have a variety of needs for library service. Within this population there are a large number of groups of users and potential users who use, or can use, Ohio libraries for information, education, research, cultural, and recreational purposes. Aside from numbers of students or census figures for age groups or political units, it is difficult to assign a numerical count to these groups as users or potential users of library service. The numbers used below will not, if added, equal the total population of the State, for, like patterns established by library users, the groups overlap. In part the overlap derives from the concept of "target groups," which relates to the need for a library or organization to identify specific groups of people before it can assess their needs or develop service programs to meet these needs. Each library can identify target groups within its service community. Statewide communities and target groups include:

- 2.2 million elementary and secondary school students.
- 84,876 students in technical schools.
- 224,552 college and university students.
- 24,902 persons housed in State-supported corrections, mental hygiene, or other institutions.
- Adults with specialized information needs related to professional, business, or decision-making responsibility.
- Individuals concerned with their own self-development, including those who need information for personal or vocational advancement and materials for constructive use of leisure time.
- The disadvantaged. There are 1,041,000 Ohioans below the "poverty income" level according to the 1975 *Statistical Abstract of the U.S.* There are others who are disadvantaged as a result of poor educational background, ethnic or racial discrimination, or unemployment.
- Some 394,124 persons who are unable to read ordinary books because of a visual or physical disability.
- The aged. The 1970 census reports 997,694 Ohioans 65 years of age or older. In 52 counties (all but two are rural) from 10% to 15% of the county population is over 65 years of age.
- Some 2.6 million rural people whose access to library resources and services is limited. The 53 predominantly rural counties upon which they depend are for the most part severely limited in resources. Some of the smallest and most impoverished libraries of the State are in these counties.
- 1,402,352 persons with limited English-speaking ability.

As of July, 1974 the population of Ohio totaled 10,745,000—a slight growth of 0.8% from the 1970 census figure. Among the fifty states, Ohio ranks 6th in population. In recent years, like other large industrial states, Ohio has been experiencing an out-migration of population. People are moving into the state, but a larger number are moving out. Much of the out-migration is employment related, and includes persons with higher educational attainment than those moving into Ohio.

Population density is 262.6 persons per square mile, compared to a national average of 60.3 per square mile. The state's population is 75% urban and 25% rural under the definition in the 1970 census, by which urban population comprises all persons living in urbanized areas and in places of 2,500 inhabitants or more outside urbanized areas.

Ohio evidences what has been termed "creeping metropolitanization," based upon the relationship between a central city and adjacent counties in terms of jobs and leisure activities.

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In 1960 Ohio had 15 central cities and 19 counties that were metropolitan. By 1970 the number of metropolitan counties had increased to 31. In 1976 there are only 16 central cities but over 38 metropolitan counties.

The U.S. Bureau of Census identifies 14 Standard Metropolitan Statistical Areas (SMSAs) as predominantly Ohio-centered, and three others (Huntington-Ashland, Wheeling, and Washington County-Parkersburg) which include Ohio counties. The map below shows the 16 SMSAs used in the 1970 census. Since that time the Washington County-Parkersburg (West Virginia) area has been designated as an SMSA and the Canton, Columbus, Lima, Springfield, and Toledo area SMSAs have been enlarged by a total of seven counties. These will affect 1980 census data.

Ohio's 8 largest cities (Cleveland, Columbus, Cincinnati, Toledo, Akron, Dayton, Youngstown, and Canton) and the counties in which they are located have a total population of 5,876,951 (approximately 55.2% of the state's total population). The following chart provides comparative population figures for these 8 Ohio cities and the counties and the Standard Metropolitan Statistical Areas (SMSAs) in which they are located (1970 census data).

Ohio Standard Metropolitan Statistical Areas

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POPULATION DATA

City	City Population	County	County Population	SMSA Population
Akron	275,425	Summit	553,371	679,239
Canton	110,053	Stark	372,210	393,789
Cincinnati	452,524	Hamilton	924,018	1,104,668
Cleveland	750,903	Cuyahoga	1,721,300	2,064,194
Columbus	539,677	Franklin	833,249	1,017,847
Dayton	243,601	Montgomery	606,148	850,266
Toledo	383,818	Lucas	484,370	644,262
Youngstown	139,788	Mahoning	303,424	536,003
Totals	2,895,789		5,798,090	7,290,268*
Statewide %	27.2%		54.5%	68.4%

*Ohio's total SMSA population is 8,534,973 (80.1%)

Within the total population of Ohio there is a significant number of persons of all ages who are not now library users and who probably will not become users within the next five years. Library efforts may well be directed toward improved service to users, identification of reasonable numbers of potential users from within a wide range of target groups, and services to both based upon needs.

Ohio studies of the needs of users and potential users generally validate the findings of national studies or surveys conducted in other states. Some data on user needs and identification of nonusers have been produced in such surveys as Nelson Associates' *Public Library Service in Lucas County, Ohio: An Evaluation with Recommendations* (1968), McCrossan's *Library Services for the Handicapped in Ohio* (1970), Skellenger's *Public Library Services in Portage County: An Analysis for Planning* (1970), *The Development of Franklin County Public Libraries* by Yocum and Stocker (1970), and the *Survey of Public Libraries in Summit County* by the Tri-County Regional Planning Commission and Blasingame (1972). "Trends Toward Partnership," a study of institution libraries by Clara Lucioli (1975) indicates that development in Ohio's institutions shows both user needs and a relationship between the needs of people on the "inside" and those on the outside. Changes in the institutions and development of new education programs are creating new opportunities and needs for library services. Renewed interest in user/non-user library needs has stimulated surveys in OVAL and WORLDS and additional surveys are being considered in other areas of the state.

Ohioans have serious needs for library services regardless of location or access to resources. Residents of rural areas place upon their libraries as wide a range of demands as do those residing in a metropolitan area. Residents of institutions expect educational and other programs which will be relevant to their lives and wage-earning capacity outside the institution. Unmet information needs of staff and clientele in both urban and rural areas are invariably identified by educators, planners, and those concerned with such programs as Right to Read, and by those concerned with voluntary and government efforts to tackle unemployment, consumer education, drug abuse, ecological and other community problems.

Changes in college and university enrollment patterns are an important consideration in assessing student needs for library service. Universities recognize a greater role in lifetime learning. The Ohio Board of Regents *Master Plan* notes that enrollment of traditional-age full-time students (ages 18-24) is projected to decrease, but that enrollment of students of age 25 or over has been increasing on all types of Ohio campuses. Students of this age group constituted more than a third of total enrollments in 1975, as compared to over one quarter of total enrollment in 1971. Part-time enrollments also increased 41 percent in the 1971-1975 period. These trends are expected to continue in the next five years.

An emphasis on "the basics" in education, individualized instruction and recognition of differing learning styles suggests greater need for multimedia resources on the part of school

students. New minimum standards for school library/media centers which will be prepared as a result of the State Board of Education's March 8, 1976 resolution on curriculum design can be expected to reflect the changed needs of students. Also, a comprehensive state plan for habilitation of handicapped youth adopted in 1976 and the practice of "mainstreaming" handicapped students are serving to help identify the needs of handicapped children.

Problems Users Face

The preceding discussion identifies the following problems or needs of users—many of them cutting across lines of locality, type of library, or special circumstances.

Specialists have difficulty in ascertaining what information is available, in what format, in what location, and how to obtain access to it.

Assurance is needed that the information or material provided is complete, accurate, and timely.

Access—many adults with specialized information needs live in communities which lack specialized resources or access to them.

Access to specialized collections in such fields as law and medicine is often restricted.

Hobbyists and specialists develop an expertise beyond the range of these books and materials available locally.

Distance from a library outlet and inconvenient hours of service are barriers to library users.

Some people with unmet information needs have difficulty in using printed materials and conventional library services.

Many handicapped and aged readers unable to reach regular library facilities need extra services and specialized materials (home delivery, and large-print books, talking books, etc.).

Libraries of all types are often inaccessible to persons in a wheelchair or on crutches. 145 public libraries and 197 branch public libraries lack provision for such handicapped persons, and some academic libraries are similarly inaccessible.

Physical facilities for students engaged in serious independent study (such as carrels, quiet space, and access to typewriters) are limited in some libraries.

Demands for assigned or reserve material often overtax school and academic library facilities and require the student to go to other libraries which may not have what he needs.

Certain materials of adequate depth or specialization are not available at the academic library and other libraries must be searched.

Current teaching methods and learning styles emphasize independent study at increasingly lower grade levels, placing the burden of locating resource materials on the individual student.

Units of study covered simultaneously by one or more classes of the same grade level cause heavy demand for material in the unit's subject area, and it becomes difficult to find material on this subject.

Heavy class schedules and extracurricular activities can make it difficult for students to use the school library which is available limited hours.

Limited hours of service in some libraries are frustrating to users, and students who do not live near their school or college library often find it difficult to use resources because of commuting or school bus schedules.

Differing policies and practices in organization of library materials cause frustration on the part of some users and require additional orientation of users.

Large numbers of potential users are unaware of library resources and services.

Information needs of users are often not met because sufficient numbers of staff are not available, due to cutbacks in personnel.

PROBLEMS OF OHIO LIBRARIES

Rapid technological, educational, and social changes have had impact on libraries. Some of these changes and their implications for libraries may be broadly characterized as follows:

Changes in educational patterns, particularly the expansion of programs of higher education and adult continuing education which have put a greater demand on libraries to meet student and specialist use.

The greatly increased volume of published materials (and variety of media forms) which has added substantially to the number of titles (and formats) a given library must purchase and process to meet the expectations of its users.

Advances in computer technology and automation which have changed information handling and transfer; these have both created problems for libraries and have provided opportunities for applying such developments to library operations to reduce costs and provide improved services.

Inflation, the expansion of government services and costs, and the competition for public funds, which have put libraries under increasing economic pressures.

New attitudes toward individualism and the relationship of people toward government, population growth, increasing frustration with the complexity of public decision-making—these have produced both populistic support for government decentralization and "simplification," and a demand for better administrative and management techniques.

The problems created by these changes are many and Ohio libraries have experienced most of them. While the problems may vary to some extent with the type of library, there are certain problem areas which are common to all:

Finding ways to meet increased costs, and for establishing dependable bases for planning —more accurate forecasting will be essential for sound management.

Defining and establishing new objectives made possible by a new library technology and required by a changing social, educational, economic, and government scene.

Providing meaningful measures of service, and securing accurate, complete, comparable, and up-to-date statistics.

Meeting the changing needs of readers, some of whom have unrealistic expectations, and others of whom have great difficulty in using conventional library materials and services.

Coping with the flood of published materials and information sources in other forms, finding ways to coordinate library resources among types of libraries more effectively, and ensuring a wider range and depth of resources.

Meeting the staggering inflation in cost of published materials (statistical example appears in *Publisher's Weekly*, August 22, 1977, pp. 32-36), energy, and other necessities.

Altering staffing patterns and work assignments to make more effective use of staff, both professional and paraprofessional.

Carrying on meaningful research into library problems in order to assess needs and potential for service.

Developing feasible methods to reduce costs of theft and mutilation.

Developing more effective top and middle management personnel, and assuring they avoid stagnation.

Developing new career ladders for personnel.

Developing and implementing affirmative action programs for equal employment opportunity.

Determining operating policies on the extent to which it is permissible to copy copyrighted materials for scholarly purposes, and proprietary interest in data banks.

Making library facilities accessible to handicapped persons according to new federal regulations

Developing effective means of communication among librarians, and between librarians and other professional groups

Integrating newer media forms with traditionally book and journal oriented collections and services

Acquiring sufficient funds to test innovative techniques for meeting the future needs of users or to attract nonusers

Specific problems within these have developed for the several types of libraries, which may be summarized as follows

Public Libraries.

Uneven distribution of resources. 65% of the books, 73% of the library staff, and 78% of the tax income are in the libraries of only 13 counties. While $7.32 was the average per capita public library expenditure in 1976, only 8 counties reached or passed that level. 58% of all funds expended for public library services in 1976 was expended in those 8 counties. In the same year the per capita income of libraries was 13 times as much in the highest county ($13.12) as in the lowest (95¢)

Inadequate tax resources for support of public libraries. In only 35 counties was the per capita collection of intangibles tax $5 or more in 1976, at a time when American Library Association data indicates that $13.21 was needed to provide the quality of service described in ALA minimum standards

Scarcity of professional staff in rural areas. 13 counties have no professional librarians; there are only 86 professionals working in public libraries in the 53 predominantly rural counties.

Serving a wide range of clientele who vary greatly in age, type of interest, occupation, and level of education

Extending effective service to outlying areas

Stimulating maximum effective use of materials by potential users who have information problems but who are unaware of library resources and services

Too much public library staff time is consumed by internal repetitive work, and increasing salary costs cut into book funds

Creating awareness of the need for intertype library cooperation to make maximum use of available resources

College and University Libraries.

Coping with increased costs at the same time that financial support is leveling off or decreasing

Providing in-depth resources for graduate programs and faculty research in new or previously neglected fields

Providing adequate resources and services in the developing branch campuses and academic centers, including materials needed by increasing numbers of students who need remedial work

Complying with or influencing accreditation standards which at the present time do not always adequately recognize or encourage cooperative arrangements for the sharing of resources

School Library/Media Centers.

Developing elementary school library/media centers and providing them with professional staff and with adequate supportive staff

Applying and meeting school library standards.

Strengthening cooperative planning and joint activities between school and public libraries, particularly in meeting the needs of students after school hours.

Proper use of instructional materials available through the library/media center.

Increasing awareness of the value and role of the library/media center on the part of school

Developing media resources adequate to meet the demands of students and teachers.

Evaluating, and selecting from, quantities and varieties of media available for purchase.

Institution Libraries.

Limited book and material resources upon which to build a program.

Lack of professional librarians in some institutions, and the almost universal lack of supportive staff.

Convincing administrators of the value and role of the library within the institutions program, particularly in a period when resources are scarce.

Changing of public's attitude toward role of institutions and the programs they undertake.

Special Libraries.

Maintenance of current and manageable collections in fields in which there is great proliferation of printed material.

Providing the bibliographic apparatus on which users can rely for rapid location and retrieval of materials.

Rapid obsolescence of materials in some fields.

Balancing between specialization and reliance on other libraries for general reference, background materials, and materials with infrequent use patterns.

Vulnerability to budget cuts in periods of corporate retrenchment.

The State Library.

Inadequate State support of the statewide program and its overreliance on Federal funds for the development program.

Limited staff resources, stemming in part from difficulties in recruiting well-qualified people within mandated salary ranges.

Varying perceptions of the State Library and its functions, particularly in the area of state-local relationships and the interrelationships of the several types of libraries.

Need for more specialized materials to provide information sought by government offices.

Securing adequate numbers and coverage of Ohio documents to comply with Sec. 149.11 R.C.

GOALS FOR LIBRARY DEVELOPMENT

Goals for library development outlined here are based upon the Ohio Library Development Plan (OLDP), developed in 1968 to "give new emphasis and direction to library development, so that the resources and services of libraries can adequately meet the mounting demands caused by Ohio's cultural, industrial, and economic growth," and upon reexamination of conditions and needs in 1972 and in 1975. The OLDP is "primarily concerned with organizing library resources in such a way that while preserving the independence of each library, the goal of equal access to enriched library resources can be achieved." The discussions at the Interlibrary Cooperation Planning Institute at The Ohio State University in October 1975 indicated the basis for additional planning with broad-based input from all sections of the library community, including users. Revision of the OLDP is now under way.

An additional out-growth of the Interlibrary Cooperation Planning Institute has been the appointment of the Ohio Multitype Interlibrary Cooperation Committee (OMICC) composed of representatives of several statewide organizations and all types of libraries. OMICC is charged with preparing a statewide interlibrary cooperation plan by Fall, 1977. Goals for library development in 1978 will reflect the recommendations of this plan.

These goals, which recognize a significant role for academic, school, and special libraries and the need for coordinated development, particularly as they relate to the Federal LSCA program, were developed with specific recognition of:

- The needs for improved library services
- The autonomous nature of library systems and subsystems
- The commitment most libraries and their governing authorities have for improved services and interlibrary cooperation
- The small size of LSCA funds as compared with the State and local expenditure for libraries of the several types

These realities are summed up by the State Library Board's June 8, 1976 statement that its "program and staff efforts should be concerned with practical aspects of interlibrary cooperation and the ways in which libraries can bring their services to bear on the pressing social, economic, and educational problems of their communities." The goals therefore, ultimately focus on service to individuals—services given by the local public libraries, school libraries, academic libraries, or special libraries closest to the user. Recognizing the differing roles and the interdependence of these libraries, the goals are organized under three major headings: Improving Services in Local Libraries, Developing Adequate Backstopping and Network Capabilities, and Improving State Library Capability. Specific objectives for programs developed to achieve these goals are outlined in annual program statements.

1. Improving Services in Local Libraries of All Types

a) *Development of an understanding on the part of library trustees, librarians, and others concerned with library service for the responsibility to assess needs on a continuing basis and to develop appropriate service response.* Special attention should be given to meeting user needs through cooperation with appropriate community agencies. Trustees and librarians should seek to meet needs, encourage effective use of materials, and develop appropriate cooperative programs among types of libraries to give better service and to fully utilize their resources.

b) *Development of a philosophy of service to target groups as a basic part of local public library responsibility,* and trustee, administrative, and staff agreement on the priority which should be accorded implementation of such service.

c) *Development of collections and services* which meet at the local level the everyday library needs of the citizen, the student, and the personnel of business and industry.

d) *Development of well-planned projects* in which local resources are combined with LSCA Title I grant funds and in which the applicant library (or libraries) reflects a strong commitment to such services as a part of its basic ongoing program for service to target groups and for the elimination of inadequacies.

e) *Increased attention to evaluation of services, operations, and costs and to improved management.* There should be built into any new service program assisted by LSCA or State funds provision for both internal and external evaluation and for dissemination of information on the operation, results, and costs of the project.

f) *Establishment and maintenance of library services as an integral part of the overall operation of State correctional, treatment, and habilitative institutions,* and development of carefully planned model or demonstration institution libraries, with provision of strong programs that can demonstrate how library service can contribute to the institution program.

g) *Immediate attention to problems of access to library buildings and services to persons on crutches and in wheelchairs.* Where construction or renovation is needed but is not immediately feasible, special arrangements should be made for delivery of materials, special reference services, and relocation of group activities to accessible meeting places.

h) *Implementing a sound library / media center program in Ohio,* including a coordinated, innovative, statewide program, the provision of appropriate resources and services at the building level, and supervisory and support services at the district level, coordinated with library resources and services in the community and area.

i) *Development of library resources and services adequate to meet the needs of faculty, students, and staff in Ohio institutions of higher education, including community and technical colleges, coordinated with other library resources.*

j) *Development of the human resources within Ohio's libraries,* including creation of better career ladders, affirmative action programs, and removal of barriers which limit recruitment and development of personnel essential to improve library services.

2. Developing Adequate Network and Backstopping Capabilities

a) *Implementation of the Ohio Library Development Plan, including development of networks and Area Library Service Organizations.* ALSOs should be funded with State funds, and LSCA funds should be used for advancing those parts of the OLDP which focus on responsibilities for assessing needs, developing appropriate service response, and interlibrary planning and cooperation. The continued development of sound, viable multicounty cooperative library programs to prepare the way for effective ALSOs is a basic part of this program.

b) *Further development of the ongoing program of continuing education* and training for all levels of staff, including assistance to library administrators in developing managerial competence, and opportunities for librarians and staff to keep abreast of development in services, philosophy, and technology.

c) *Effective mechanisms for and emphasis on planned collection development at the local, regional, and statewide levels.*

d) *Reexamination by* State Library, Ohio Library Association, Ohio Library Trustees Association, Ohio Educational Library Media Association, and others concerned of the role metropolitan public libraries, school, academic, and special libraries will play in the Ohio Library Development Plan.

e) *Investigation and appropriate experimentation* with improved cooperation among school, public, academic, and special libraries leading to development of models for coordinated programs development in metropolitan areas.

f) *Improved planning among types of libraries for sharing of all types of media*

g) *Continued development of the Ohio College Library Center*, including emphasis on incorporating retrospective data bases.

3. Improving State Library Capability

a) *Strengthening of resources and services of the State Library to assure* (a) continued provision of information service to State government, (b) continued and improved consultant and backstopping services, (c) improved gathering and analysis of statistics for measurement and evaluation, (d) strengthening of the staff development program to assist Ohio libraries in improving management practices, planning, public relations, and service programs, (e) effective communication with all types of libraries, the Board of Regents, State Department of Education, and other agencies, and (f) increased visibility for libraries to enable them to work with other agencies in programs directed toward target groups of all types.

b) *State Library cooperation with libraries, library schools*, OLA, the Ohio Educational Library Media Association, and other groups to increase awareness (through publications, institutes, and consultant work) of the importance of needs assessment and services as a basic part of the Ohio Library Development Plan and of the significance of Standards 43-50 of the *Standards for the Public Libraries of Ohio* relating to service programs.

c) *State Library partnership with State institutions* in the improvement of institutional library services in a program directly related to the habilitative, corractional, medical, or other purposes of the institution, and for the establishment of such institutional library services where they do not exist.

d) *Maintenance of effective services from State Library field units* until such time as ALSOs or other arrangements can ensure the provision of such services on a sound basis.

POLICIES ON THE ADMINISTRATION OF LSCA FUNDS

The following policies, adopted by the State Library Board, will be observed in administration of the LSCA funds under this program.

1.0 **General Policy Statements**

1.1 **Adequacy of Public Library Services**

1.11 An area served by a library whose service does not meet the standards set forth in *Standards for the Public Libraries of Ohio,* approved June 2, 1972... by the Ohio Library Association (Columbus, Ohio Library Association, 1972) shall be considered as having "inadequate service".

1.2 **Determination of Urban and Rural Areas with High Concentration of Low-Income Families**

1.21 "Disadvantaged persons" means persons who have educational, socioeconomic, cultural, or other disadvantages that prevent them from receiving the benefits of library services designed for persons without such disadvantages and who for that reason require specially designed library services. The term includes persons whose needs for such special services result from poverty, neglect, delinquency, or cultural or linguistic isolation from the community at large, but does not include physically or other handicapped persons unless such persons also suffer from the disadvantages described in this paragraph.

1.211 Characteristics of disadvantaged persons may include the following:

...Persons with poor educational background.

...Persons who are receiving less than poverty level incomes.

...Persons from areas characterized by excessive unemployment.

...Persons from areas characterized by excessive low income rates

...Members of ethnic minority groups which have been discriminated against.

...Persons who have been isolated from cultural, educational and/or employment opportunities.

...Persons who, due to a combination of environmental, cultural, and historical factors, lack motivation for taking advantage of available library services.

...Persons who are dependent upon social services to meet their basic needs.

1.22 Areas of Ohio which shall be considered as qualifying under this program are:

1.221 Portions of counties with concentration of persons with poverty level income or less. Poverty level shall be defined as those families composed of two or more persons with an income of $5,500 or less per year. Those counties where qualifying families equal 11% of the total number of families in that county, and/or Standard Metropolitan Statistical Areas with a population of 100,000 or more, whichever has the greater density, shall be considered areas with concentrations of poverty level incomes. Such criteria are applicable in all 88 counties.

This definition is based on data received from the Ohio Department of Economic and Community Development in 1975, adjusted upward 9.1+% based on the rise in the Consumer Price Index in the past year (*Monthly Labor Review*, August 1976)

1.222 "Central City Areas" as designated by the U.S. Bureau of the Census. These are cities of at least 50,000 population within a Standard Metropolitan Statistical Area. As of November 1976 these are:

Akron	Dayton	Springfield
Canton	Elyria	Toledo
Cincinnati	Lima	Warren
Cleveland	Lorain	Youngstown
Columbus	Mansfield	

1.223 The Appalachian Region of Ohio, as designated by the Appalachian Regional Development Act. This area consists of the following 28 counties:

Adams	Gallia	Jefferson	Perry
Athens	Guernsey	Lawrence	Pike
Belmont	Harrison	Meigs	Ross
Brown	Highland	Monroe	Scioto
Carroll	Hocking	Morgan	Tuscarawas
Clermont	Holmes	Muskingum	Vinton
Coshocton	Jackson	Noble	Washington

1.224 Other areas which can be identified and meet the "Characteristics of Disadvantaged" persons as set forth above and are designated by the State Library Board as the Program develops, shall qualify under this program.

1.3 Determination of Areas with High Concentration of Persons with Limited English-speaking Ability:

1.31 Persons with limited English-speaking ability include individuals who were not born in the United States or whose native language is a language other than English, and individuals who come from environments where a language other than English is dominant as futher defined by the U. S. Commissioner of Education, and who by reasons thereof have difficuly speaking and understanding instructions in the English language.

1.32 Areas of Ohio which shall be considered as qualifying under this program are:

1.321 Cities and urban fringe areas in which live 500 or more persons whose mother tongue is Spanish, as reported in the U. S. Census, 1970, *General Social and Economic Characteristics, Ohio,* Table 96, or as documented in verifiable sources in the State Data Center.

1.322 Cities or places in which live 400 or more persons whose mother tongue is Spanish, or in which such persons constitute 4% or more of the total population, as reported in the U. S. Census, 1970, *General Social and Economic Characteristics, Ohio,* Table 112, or as documented in verifiable sources in the State Data Center.

1.323 Other areas which can be identified and meet the characteristics as set forth in Sec. 1.31, or are designated by the State Library Board as the Program develops, shall qualify under this program.

1.4 **Determination of Eligibility for Agency Participation**

1.41 The following agencies will be eligible to participate in Title I programs:

1.411 Public Libraries which meet criteria in these policy statements.

1.412 Research and/or Information Centers, state and/or privately supported accredited colleges and universities, and nonprofit organizations shall be eligible to contract with or receive grants from the State Library for conducting approved activities such as research, training, workshops, and other programs for the purpose of carrying out the objectives of Title I of the Act.

1.413 State institutions as defined in the Act which submit approvable applications based on such criteria as (a) analysis of library needs as related to the institutional program and population, (b) description of short and long range plans for the sound development of a library program within the institution, (c) plans for coordination and cooperation in library service between the institution and the department and other libraries, (d) provision for the services of professional librarian, and (e) need for assistance. Size of institutional population and average length of residence will be considered in determining priorities and establishing the amount of a grant under an application.

1.42 Application from eligible agencies shall be submitted on a form or in an outline provided by The State Library of Ohio. Applicants should clearly indicate in their applications how objectives of their projects reflect the key objectives of the Federal Act, *The Ohio Long Range Program for the Improvement of Library Services*, and the State Annual Program Statement and in what ways they are of more than local significance. Decision on grants will be based on such factors as:

(a) Need, inadequacy of present service
(b) Importance of project to the area and its relation to the Ohio Library Development Plan
(c) Significance of project to State as a whole
(d) Evidence of clear objectives
(e) Careful planning of project to meet program objectives
(f) Clear plan of action and readiness to initiate project
(g) Local involvement and, in the case of services to target groups for which other agencies have a particular concern, evidence of interagency cooperation
(h) Sound budgeting
(i) Success of applicant in carrying out other Federal projects
(j) Relationship to other LSCA projects undertaken previously
(k) Potential replicability
(l) Relationship to other State and Federal programs, including Model Cities
(m) Evidence of local commitment and maintenance of local fiscal effort
(n) Innovative and exemplary aspects
(o) Evidence of planning for appropriate staff training components
(p) Plans for internal and external evaluation and for dissemination of information on the project and its findings

1.5 **Training Programs**

1.51 The State Library of Ohio shall provide funds for salaries, tuition, and other necessary expenses for personnel of The State Library of Ohio and/or personnel participating or to participate in this program, in specialized educational or training programs, which shall include but not be limited to the following:

(a) Work toward completion of advanced degrees, through scholarship grants and/or work-study programs;

(b) Continuing education, including workshops, in-service training, and special programs.

1.52 Recipients of grants for work leading to advanced degrees shall be required to work a total of 2 years in the State Library of Ohio or in a library which is contributing to the furtherance of the objectives of this program. This 2 years of work shall be after completion of the degree requirements. Recipients shall sign an agreement of the terms and conditions of such grants, and under the agreement, shall repay grants when such terms and conditions are not met.

1.6 **Administration, Planning, and Evaluation**

1.61 Provisions of the Ohio *Revised Code* relating to the State Library Board and State Librarian, and State Library Board rules, regulations, and policies adopted in accordance with the *Revised Code* shall be observed.

1.62 The State Library Board will utilize a variety of sources of advice and assistance in planning and evaluation of its programs and services, including, but not limited to, the Advisory Council on Federal Library programs, the Title II Review Committee cited in Section 3.132 *infra*, and such other advisory panels as the Board may from time to time appoint.

1.63 Programs undertaken with the assistance of LSCA funds shall be planned and evaluated on a systematic basis.

1.631 Applicable procedures established both for internal management and for meeting the planning and fiscal requirements of State and Federal governments will be utilized in planning and evaluation.

1.632 A systematic application and review system shall be utilized.

1.633 Recipients of LSCA grants will be expected to provide information for purposes of evaluation, and to provide appropriate internal and/or external evaluation reports to the State Library.

1.64 Information about the LSCA program, including reports of planning and evaluation effort, will be published in *News from the State Library* and in such other forms and media as may be appropriate.

1.7 **Coordination with Related Programs**

1.71 In accordance with the goals established in the Ohio LSCA long range program statement, the State Library staff is charged with the responsibility for appropriate coordination of LSCA assisted programs with other library programs.

1.711 Agencies applying for LSCA grant funds shall provide information on their plans for appropriate coordination with projects assisted by such Federal programs as ESEA Title II and HEA Title II. It is expected that the U.S. Office of Education will similarly coordinate its discretionary grant programs in Ohio with the State Library Board and the Ohio LSCA long range program

2.0 **Title I —Public Library Services**

2.1 The purpose of this program statement is to provide a sound basis for the continuing extension and improvement of library services to people who are without adequate service, including programs of service to State institutions and to persons who are blind or physically handicapped (so as to be unable to read or use conventional printed materials). In keeping with the provisions of the Federal Act (as amended by Public Law 91-600) and these policies, programs under Title I will emphasize these major purposes:

...the improvement of public library service and the elimination of inadequacies, with an emphasis on outreach to the disadvantaged, deprived, educationally handicapped, and those in minority groups.

...improvement of library service in State institutions.

...expanding and improving library programs to the blind and those unable to use conventional printed materials.

...strengthening metropolitan public libraries which serve as regional resource centers.

...strengthening the State Library and its backstopping, coordinating and development services.

2.2 The following *policies* will be followed:

2.21 Emphasis will be placed upon the improvement of the services and resources of The State Library of Ohio.

2.22 The State Library of Ohio will use funds to assist in the sound development of public library services and the elimination of inadequacies including those to persons who have educational, socioeconomic, cultural, or other disadvantages that prevent them from receiving the benefits of library services designed for persons with fewer disadvantages.*

2.23 The State Library of Ohio will foster development of cooperative projects between and among libraries for the sharing of resources and improvement of library services.

2.24 The State Library of Ohio will effect coordination of library development programs and activities placing a priority on implementation of the Ohio Library Development Plan.

2.25 To maximize the effectiveness of Federal assistance funds, existing resources and services are to be integrated into Federal program planning wherever possible. To compensate for different problems and variations of situation from one type of library to another, or in different size libraries, flexibility of planning will be provided for.**

2.26 Projects should be related to the possibilities for continued and long range financial support of programs. Approval may be dependent upon local ability and willingness to support the project, at least in part. In the case of projects in which LSCA grant support extends over a period of more than one year, project plans should include provisions for annual reductions of LSCA grant support during that period, and absorption of costs by the sponsoring library or libraries. LSCA grant support of locally administered projects should not extend over a period of more than five years.

2.27 Applications for projects involving two or more libraries or political subdivisions should show evidence of sound joint planning and commitment including a statement or resolution of future support from the governing bodies of each of the participating units.

2.28 The State Library of Ohio will assist State institutions in the improvement of institutional library services in a program directly related to the habilitative, correctional, medical, or other purposes of the institution, and for the establishment of such institutional library services where they do not exist. This program

includes joint planning and action of the State Library, the Departments administering institutions, individual institutions, and advisory groups with delineated responsibilities.

2.281 The department administering institutions has basic responsibility for provision of library services in its institutions including planning, program development, and professional directions, supervision and evaluation of services.

2.282 Each institution is responsible for administering and operating library service in accordance with its own needs and overall program.

2.283 The State Library of Ohio will serve Departments and their institutions through (a) professional and technical assistance in planning and developing such services with other State and local library service programs, (b) in-service training programs, (c) provision of supplementary resources and reference service, and (d) studies of service programs, collection of statistics, and other interpretative work.

2.29 The State Library of Ohio will work with other libraries and agencies to extend to physically handicapped persons throughout Ohio the same full range and quality of library services as are provided to normal readers, using special methods and materials as needed. In carrying out this objective:

2.291 All public libraries and, where appropriate, other libraries including school and college libraries will be encouraged to develop the front lines of service to the visually and physically handicapped as well as to normal readers.

2.292 Local library services to the handicapped will be backstopped by a system of regional libraries within the State. Local responsibility for the financial support of library services to the handicapped will be encouraged and developed.

2.293 The State Library of Ohio will develop planning, coordinating, promotional, and consultant services to libraries, organizations, and public officials to assist in the development of these services.

3.0 Title II — Public Library Construction

3.1 Criteria, Priorities, and Procedures

3.11 The library must give assurance that the facility is to be constructed to serve an area which is without a library facility necessary to provide adequate library services.

3.112 The library must give assurance that it can provide quality library service in the new facility.

3.1121 The services of the library must meet the minimum standards which are established for that type of library or library system; or provide a plan for achieving these standards within a reasonable and stated period; and give concrete evidence of participation with other libraries in cooperative programs. The current published standards of the American Library Association and the Ohio Library Association will be used.

3.1122 Libraries serving a population of less than 50,000 in their legal service area must meet the *Interim Standards for Small Public Libraries* (ALA, 1962).

3.1123 The library building must be open a minimum of 40 hours per week including sufficient evening hours to meet community needs.

3.1123 The library building must be open a minimum of 40 hours per week including sufficient evening hours to meet community needs.

3.1124 A library which is without a professional librarian on its staff shall contract with the county extension library, a State Library Regional Center, or another library for professional supervision.

3.113 The library must show evidence of sound long-range planning for development of its services, resources, and building.

3.1131 The State Library of Ohio may require completion of a formal study and submission of a long range development plan on a countywide or regional basis.

3.1132 Applications from libraries in counties in which there are more than one legally organized public library must present evidence of sound joint planning among these libraries for:

(1) development and coordination of service and resources; and

(2) development of library buildings, branches, and other service outlets.

3.114 The library must show evidence of financial support adequate to maintain a high quality of library service in the new building. When present operating funds are inadequate, the library must show the willingness to secure additional funds and describe its plans to do so, stating a five year timetable and goals for improving its financial support.

3.115 The State Library of Ohio may require the hiring of a library building consultant to assist in the development of the building program.

3.116 The proposed library building must meet appropriate ALA standards for: (a) shelving of book collection) (b) seating space; (c) staff and work room space; (d) gross area; and (e) lighting.

3.1161 The building must be equipped with street level entrances and proper doors so that it is easily accessible to the physically handicapped.

3.1162 The architect engaged by the library shall be licensed by the State of Ohio to practice his profession in the State and shall be a member of the A.I.A.

3.1163 The library must have an insured title to the site of the proposed building or have a lease with a guarantee of library use of the facility for 25 years.

3.1164 Acquisition of Buildings

Purchase of existing buildings for conversion to library use will qualify for aid only where:

(a) the State Architect of Ohio, or a structural engineer or other competent authority designated by him, certifies that the existing building is structrally sound and is suitable for such enlargement;

(b) the existing building is of open construction so that a functional, flexible library area can be planned;

(c) the finished building can meet all the criteria for a new library structure; and

(d) there is ample evidence that for service and economic reasons such a conversion is more feasible than would be the construction of a new building.

3.1165 The enlargement of existing library buildings will qualify for aid only where: (a) the original building was designed in accordance with sound library building standards, and arrangements were made for its enlargement in the original plans; or (b) where the finished building will meet the criteria without major alterations to the older portion; and (c) the State Architect of Ohio, or a structural engineer or other competent authority designated by him, certifies that the existing library building is structurally sound and is suitable for such enlargement.

3.12 **Allocations and Priorities**

3.121 The Library must match Federal funds on a ratio of 55% local funds to 45% LSCA funds, or as otherwise required below.

3.122 Maximum grants available under this program are as follows:

A. Headquarters of a System	$500,000
B. Regional Branch in a System	500,000
C. Branch of a System	100,000
D. Unaffiliated Library	100,000
E. State Library	100% of funds available in the fiscal year.

3.123 Priorities. Each application shall be considered in the light of this State Plan and the funds available. The State Library of Ohio shall receive first priority on funds available.

3.13 **Procedures for Application and Approval of Projects**

Applications must be submitted on forms provided by The State Library of Ohio.

3.131 Agencies eligible to apply for project grants shall include:

(a) State Library Board for assistance in the construction of a new state library facility.

(b) Legally organized public libraries which are eligible to participate in the proceeds of the classified property tax.

(c) When a taxing authority such as a municipality, county, township, village, school district, or other political subdivision has entered into an agreement with a county library, a county district public library, or a library which has been designated by the State Library Board as an extension center library under Sec. 3375.05 R.C., and when that agreement provides for the taxing authority to erect a building from which the library will provide library service, that taxing authority is eligible to apply jointly with the contracting library. In such a case the grant is made directly to the taxing authority.

3.132 The State Library Board will appoint a Review Committee of five (5) librarians and trustees to advise in the evaluation of applications. Members will serve for terms of five (5) years on a staggered basis. The Review Committee will meet at least twice a year.

3.133 **Approval and Disapproval of Applications**

3.1331 Part I of the application form is submitted to The State Library of Ohio and is reviewed by State Library staff. After staff approval of Part I, the library submits Part II of the application.

3.1332 Part II will be reviewed by The State Library of Ohio staff before submission to the Review Committee.

3.1333 Review Committee approval or rejection of an application constitutes a recommendation to The State Library Board.

3.1334 The recommendations of the Review Committee will be submitted to the State Library Board, which will take action upon each application.

3.134 **Start of Construction**

Construction contracts shall be entered into within twenty-four (24) months of approval of the project application by the State Library Board.

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3.2 **Hearings**

In order to assure all libraries will have a chance of a fair hearing, upon petition of a library whose application has been denied, the State Library Board will review the application and afford the applicant a hearing before the Board.

3.3 **Wage Rates**

Davis-Bacon Act and Contract Work Hours Standards Act.

All laborers and mechanics employed by contractors or subcontractors on all construction propects assisted under the Act shall be paid wages at rates not less than those prevailing on similar construction in the locality, as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended, and shall receive overtime compensation in accordance with and subject to the provisions of the Contract Work Hours Standards Act.

3.4 **Definitions**

3.41 **Branch.** An auxiliary library with separate quarters, a permanent basic collection of 20,000 or more books, a permanent staff, a regular schedule of service, serving a population of 10,000 or more persons and administered from a central headquarters. A branch building designed to serve 10,000 or more persons must have a minimum of 5,000 square feet of floor space, exclusive of auditorium space.

3.42 **Headquarters of a Public Library System.** The central library of a library service organization that includes two or more public library branches or bookmobiles in addition to the main library, with a collection of 100,000 or more volumes, maintained under a single governing body, with centralized administration responsible for the development of the total service program and for the expenditure of funds, serving a legal service area with a population of at least 50,000 or more persons. A library designated by the State Library Board as a county extension center library may qualify as a headquarters of a public library system.

3.43 **Unaffiliated Library.** A library with a basic book collection of 20,000 or more volumes, a program of services, a staff headed by a professional librarian and serving a population of 10,000 or more persons. A library serving legal service area with a population of less than 10,000 that has contractual relationships with a stronger library may be considered as meeting this definition. By applying *Interim Standards for Small Public Libraries* (ALA, 1962) a library designed to serve 10,000 or more persons must have at least 7,000 square feet of floor space.

3.44 **"Legal Service Area."** For the *municipal, association, or township* library, the community in which it is located; for the *county district* library, the service area as defined in its "Certificate of Taxing Authority" as filed with the County Commissioner, for the *county* library the service area as defined in its charter; for the *school district* public library, the school district. For any library which has been designated as "extension center library," the legal service area includes that area recognized by the State Library Board in such designation. For any library which gives complete public library service under contract, the legal service area includes that area for which contractual services are paid.

3.45 **Regional Branch of a Public Library System.** A major branch of a library system, designed to serve a population of 50,000 or more persons with a book collection of 100,000 or more volumes, and professional staff including specialists for information and advisory service to adults, young adults, and children, administered from a central headquarters.

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3.46 **Enlargement of Existing Library Buildings.** A project in which the floor space of a library building is substantially increased through construction of an addition to the building. Normally such a project will entail remodeling and alteration of portions of the existing building, particularly as they relate to the new construction. Excluded from this definition is a project involving only interior architectural changes of an existing library building without construction of an addition.

4.0 **Title III — Interlibrary Cooperation**

4.1 **Objective.** The State Library of Ohio will use Title III funds for the systematic and effective coordination of the resources of school, public, academic, State, and special libraries and special information centers for improved services of a supplementary nature to the special clientele served by each type of library or center.

4.11 **Policies.** The following policies will be followed:

4.111 Programs for coordination of resources shall be developed to meet serious information needs.

4.112 Each library should be able to draw upon a network, system, or coordinated program to obtain materials for serious information needs, but participation in such programs should not impair the ability of any library to serve its own clientele.

4.113 A statewide program shall develop viable links with libraries outside Ohio.

4.114 Electronic and other forms of rapid communication and delivery and use of facsimiles shall be incorporated in this program where feasible.

4.115 Costs of programs under Title III shall be equitably distributed among the participating agencies.

4.12 **Activities.** Activities may include, but shall not be limited to, improvement and coordination of present union catalog operations and further development of bibliographic center and referral services identification and linking of specialized information sources; strengthening of present programs of interlibrary cooperation; staff development programs aimed at facilitating interlibrary planning and cooperation; and grants to cooperating libraries to develop special projects that come within the objectives, policies, and priorities as set forth in this Plan.

4.2 **Criteria — Participation**

4.21 **Criteria, Priorities, and Methods of Distribution**

4.211 Innovative and statewide projects that offer potential for sound long-range development of coordination among school, public, academic, State, and special libraries and special information centers shall have first priority.

4.212 Projects which are limited to locale and in types of libraries shall have second priority.

Footnotes

*The following policy statement on the use of LSCA Title I funds was adopted by the State Library Board June 8, 1976

Building alterations or minor remodeling may be included in an LSCA Title I project, as

authorized in Sec. 2c of Part II ("Standards for Selected Items of Cost") of Appendix B ("Cost Principles for State and Local Governments") to the HEW-USOE *General Provisions for Programs* as published in the *Federal Register*, November 6, 1973 (see page 30697), when it is an integral and necessary part of a service program. This may include such alteration of an existing building as erection of partitions, installation of electrical outlets, ramping, and other modifications required for operation of or accessibility to a library service program. Costs may not exceed $15,000, nor constitute more than 20% of the grant funds.

** In interpreting sections 1.42 (m), 2.25, and 2.26 of the *Policies on the Administration of LSCA Funds* (adopted June 13, 1972), the State Library Board establishes:

(1) LSCA grant-assisted multicounty cooperative projects shall be financed through a combination of local and grant resources, with local resources constituting at least 50% of the total. The local resources should include a local cash share as determined by the following formula intended to measure need and effort, making adjustment for libraries electing not to participate in the project:

$$S = M\left[\left(\frac{.12a}{b}\right)\left(\frac{d}{c}\right)\right]f$$

Where
- S – Minimum local cash share
- M – Total cash amount required for project (exclusive of in-kind matching)
- a – Per capita intangibles tax collection for multicounty area
- b – Statewide per capita intangibles tax collection
- c – Percent of intangibles tax collection distributed to libraries in multicounty area
- d – Statewide percent of intangibles tax collection distributed to libraries
- f – Percentage calculated by dividing the total income from intangibles tax of libraries participating in multicounty project by the total library income from intangibles tax of counties in which participating libraries are located or 80%, whichever is greater

The participating libraries shall determine the basis and level of payment from each library, including a base payment from each of the participating libraries; such minimal payment may not be less than $100 annually.

A participating library is any library, regardless of type, which participates in a multicounty cooperative project; i.e. it is a member of that cooperative. Participation is defined as utilizing services rendered by the cooperative, or sharing of resources through the cooperative, or having a voice in the decision-making process.

(2) LSCA grant-assisted projects administered by a single library for the users of that library shall be financed by a combination of local and grant resources, with local resources constituting at least 35% of the total. Should more than one library be involved in this project, each participating library is expected to assist in meeting the

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local share of the cost. This section does not apply to a multicounty cooperative, but it does apply to a project for library service to the disadvantaged or for library services to persons of limited English-speaking ability, in which the participants include libraries from more than one county.

LSCA Grants, Titles I and III, 1964

Fiscal Year	Number of Grants Titles I and III	Total Funds Granted	Title I Allocation	Title III Allocation
1964	3	$ 1,650	$ 292,958	$ -0-
1965	4	122,836	1,153,175	-0-
1966	4	161,812	1,100,170	-0-
1967	14	733,081	1,685,162	7,075
1968	28	573,785	1,685,152	47,259
1969	32	665,330	1,685,152	48,593
1970	20	498,411	1,404,949	48,593
1971	18	714,192	1,685,152	48,493
1972	35	1,103,813	2,060,365	66,891
1973	19	334,364	2,857,807*	317,974*
1974	31	876,016	1,924,624	64,307
1975	51	2,425,622**	2,148,242	63,927
1976	53	3,206,134**	2,148,242	63,927
1976 TQ	5	496,660	533,014	15,907
1977	45	1,591,645	2,519,709	100,921

*Title I includes $1,204,360 released in FY 1973 plus $1,653,447 which was impounded. Title III includes $71,515 released in FY 1973 plus $246,459 which was impounded.

**Includes formerly impounded funds.

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